

C-O-N-F-I-D-E-N-T-I-A-L

MEMORANDUM FOR: Career Council

- 11/30/61 meeting

SUBJECT : Report of Personnel Development Board Meeting,
14 November 1961

1. The Personnel Development Board convened on 14 November 1961 for the purpose of reviewing current practices and policies with respect to the advancement of Junior Officer Trainees (during and subsequent to their association with the JOT Program). The Board's review resulted from a recommendation made by the Inspector General, and approved by the Deputy Director of Central Intelligence, that the matter of JOT promotion be given priority treatment by the Career Council (Tab I).

2. Various data and background materials reflecting Agency practices concerning the compensation and advancement of JOT's had been made available to members of the Board by the Office of Personnel (Tab II--A, B & C). From its study of these materials and the additional information furnished by the members of the Board concerning the management of junior professional employees in their components, the Board noted that:

a. It is not realistic to compare the Agency's JOT Program to the junior officer programs which exist in other parts of Government. The DD/P components look to the JOT's to fill most of their junior professional manpower requirements. In the Government generally, only a very small number of young college graduates who are deemed to have the potential for ultimate executive roles are appointed to junior officer intern training programs, and these interns represent a very small ratio of the total annual intake of junior professional personnel. For example, the Navy Department, with approximately 32,000 civilian employees in Washington, appointed 22 individuals during 1960 to participate in the Department's junior officer intern training program.

b. The reduction in the rate of promotion of former JOT's now assigned to the Clandestine Services in grades GS-09 and GS-10 occurred mainly in Fiscal Years 1959-60 and 1960-61. The slower rates experienced during these two years for GS-09 and GS-10 personnel in all categories in the Clandestine Services Career Service as compared to the DD/I Career Services and the Support Career Services are evident in the chart shown on the following page.

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Promotion Rates

Grade	DD/I Career Services		CSCS		Support Career Services	
	FY 60	FY 61	FY 60	FY 61	FY 60	FY 61
GS-10	23.3	73.1	8.2	7.4	40.4	96.8
GS-09	25.5	22.1	13.7	10.8	15.5	21.1

c. The advancement rate of JOT graduates and other junior professional employees in the DD/I and DD/S areas is fairly rapid and generally conforms to the model progression pattern proposed by the JOTP which, through grade GS-11, contemplates promotion in accordance with the following time in grade schedule:

<u>Grade</u>	<u>Action</u>	<u>Months in Grade</u>
GS-07	Entrance on Duty	8
GS-08	Promotion	10
GS-09	Promotion	12
GS-10	Promotion	12
GS-11		

d. Although the Inspector General's memorandum observes that the DD/P is limited in the number of JOT graduates that he is able to promote, actually there is sufficient headroom in the DD/P organization to accommodate a progression rate comparable to the rate proposed by the JOTP. Taking into account the present distribution of Clandestine Services personnel by grade and the number of spaces existing at each grade level, it appears that the DD/P would be able to sustain such an advancement rate for the foreseeable future. The Board understands that the Clandestine Services will proceed along these lines subject to assurance from the Director of Personnel that such action would be consistent with the long-range plans for a balanced manpower structure previously developed by the Office of Personnel.

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3. In view of the foregoing, the Board concluded that:

a. For a variety of management purposes, including the need to have valid information for potential JOT appointees at the time of recruitment, the major components of the Agency should agree upon an overall Agency standard or pattern for the promotion of JOT's to GS-11.

b. From the entrance-on-duty grade of GS-7, the JOT should normally expect to advance to GS-11 during a period of approximately three and one-half years. Individual junior officers whose promotions do not keep pace with such Agency-wide norms as may be established should be informed specifically concerning the reasons therefor, e.g., problems of individual adjustment, performance or conduct.

c. Beyond GS-11, the advancement of all employees should be subject to regular competitive procedures followed in the Career Services concerned.

d. The Personnel Development Board should give further study to Agency practices concerning the advancement of junior professional personnel, and more specifically to examine the extent to which such standards as may be adopted for JOT's might also be made applicable to other junior officers.



Acting Chairman
Personnel Development Board

Attachments: A/S

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S E C R E T

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8 November 1961

MEMORANDUM FOR: Members, Personnel Development Board

**SUBJECT : Agenda for Board Meeting Scheduled for Tuesday,
14 November 1961**

1. The Personnel Development Board will meet at 2:30 p.m., Tuesday, 14 November 1961 in Room 5E-56, Headquarters Building.

2. The Board will undertake a review of current practices and policies with respect to the advancement of Junior Officer Trainees (during and subsequent to their association with the JOT Program) and report to the Career Council recommendations for changes in advancement policies considered appropriate by the Board. As outlined in Tab 1, hereto, the Deputy Director of Central Intelligence has approved the recommendation of the Inspector General that priority consideration be given to this matter.

3. Background material reflecting current practices on "Junior Officer Trainee" compensation and advancement in CIA and elsewhere in the Government is provided in Tab 2.



Acting Chairman
Personnel Development Board

Attachments (2)

- Tab 1 - Memo for DCI from IG
- Tab 2 - Brief for Personnel
Development Board

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Executive Registry
01-8321

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20 October 1961

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Junior Officer Training Program

1. This memorandum contains a recommendation submitted for Director of Central Intelligence approval. Such recommendation is contained in paragraph 4.

2. It is my impression that our JOT Program is suffering as a result of inconsistencies in Agency policy. In particular, I wish to call your attention to the fact that the Agency for the last ten years has been recruiting JOTs as GS-7s, or if they have advance degrees GS-8s or nines. The applicants have been advised that they would receive promotions periodically upon entrance on duty and that they would advance while still JOTs, provided of course that their performance was good, to GS-10s. Apparently now JOT promotions have slowed down and they are not receiving their advances when they were given reason to expect them. I will not go into the matter of slots, which is rather complicated, other than to say that there is headroom for promotion of JOTs. I would cite these figures for your attention.

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JOTs. This becomes more startling when it is placed against the fact that it is the Agency's intent to bring in from 60 to 90 JOTs per year; most of them are assigned to the DD/P, which is able to promote only the few numbers indicated above.

3. One of the personnel items on which the Agency has always prided itself is the fact that we do not have to adhere to the traditional Civil Service patterns and that promotions were strictly on merit and that the very good people could move ahead fast. This is no longer a fact. The Department of the Navy has a civilian junior officer training program calling for the recruitment of about 22 per year. It is quite similar to our own program, but the Navy Department in the last six years has promoted 92 per cent of their junior officers who entered during that period to GS-11 or higher; we promoted 46 per cent of ours. In fact, when the Navy intern completes the program he is a GS-11, and thus one or two grades higher than our own JOT. The General Services Administration and the Department of Labor are currently offering more promotion possibilities to their trainees than we are to ours.

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4. I strongly recommend that the matter of JOT promotions be given priority treatment by the Agency Career Council, and perhaps more important that an Agency policy be adopted.

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Lyman B. Kirkpatrick
Inspector General

The recommendation in paragraph 4 is approved. 24 Oct 61
Date

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Dep Director

Orig: D/Personnel, following approval

cc: DDCI
DD/P
DD/I
DD/S
DTR
D/CO
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BRIEF FOR THE PERSONNEL DEVELOPMENT BOARD

PURPOSE: To provide background information relative to practices in CIA and the Federal Government as to the recruitment, compensation, and advancement of personnel who enter "intern" or extended training programs upon their entrance on duty.

I. Initial Examining Process and Starting Salaries for Professional Positions

A. Federal Government - Basic Professional Entrance Examination

Initial hiring of college graduates is usually through the Federal Service Entrance Examination. Most employees with a Bachelor degree receive GS-5, but persons who have outstanding college records and meet high standards on the competitive examination may receive grade GS-7. Persons with Master degrees usually receive grade GS-7 and may be offered grade GS-9 if they have outstanding records. In 1960, 148,797 applied for this examination; 91,187 took the examination of which 31,083 passed; 7,157 were certified to positions.

B. Federal Management Intern Programs

The Federal Service Entrance Examination (Management Intern Option) is used to recruit people with management potential for special training in management work. The formal training programs range from a few months to 18 months after appointment. The number of management internships available is limited and only outstanding candidates are rated eligible. To qualify in the management intern option, candidates must demonstrate outstanding potential by passing additional written tests of greater difficulty than the standard FSEE test, qualifying in a group oral interview, and being highly recommended through qualification inquiries obtained from persons having direct knowledge of the education and experience claimed. In 1960, 16,335 took the written examination for the Management Intern Option; 1,302 passed the written examination and 321 also passed the oral; 133 were certified in the entire Federal Government to such positions. A check with largest users of this option reveals that most appointments are made at GS-9.

C. CIA Junior Officer Trainee Program

Initial hire for this Program is based on an overall evaluation of academic achievements, military and civilian experience, examinations and interviews. The large majority are hired at grade GS-7.

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Those hired above grade GS-7 are usually earmarked for a given area at time of hire. In Fiscal Year 1961, the JOT Program received 614 new files on which permanent or confirmed actions were effected on 124. Junior Officer Program Training Officers conducted 468 interviews and 86 persons were entered on duty during FY 1961; 73 were at grade GS-7, 10 at grade GS-8, and 1 each at grades GS-9, 11 and 12.

II. Advancement Comparison Between Navy and Defense Departments Management Interns and CIA Junior Officer Trainees

Presented below is the grade distribution as of 31 June 1961 of graduates of the Navy Management Intern Program, the Department of Defense Management Intern Program, and the CIA Junior Officer Training Program, who have attained the GS-13 or higher grade level. Complete information of the number of personnel who entered on duty each year in the Navy and Defense programs is not readily available nor is the grade distribution of those who have not yet attained GS-13.

A. Navy Department - 125 Graduates on Duty

<u>Year of</u> <u>EOD</u>	<u>Average Grade</u> <u>at Entrance</u>	<u>GS-13</u>	<u>GS-14</u>	<u>GS-15</u>
1949	5.0	-	2	-
1950	5.0	-	2	1
1951	5.6	2	5	2
1952	6.0	4	4	-
1953	6.5	3	1	-
1954	6.7	4	1	1
1955	6.6	3	2	-
1956	7.0	1	-	-
1957	7.0	<u>2</u>	<u>-</u>	<u>-</u>
		19	17	4

B. Department of Defense - 59 Graduates on Duty

<u>Year of</u> <u>EOD</u>	<u>Average Grade</u> <u>at Entrance</u>	<u>GS-13</u>	<u>GS-14</u>
1954	7.	1	2
1955	7.	1	1
1956	7.	3	-
1957	7.	<u>-</u>	<u>-</u>
		5	3

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C. CIA Junior Officer Trainee Program - 290 Graduates on Duty

<u>Year of EOD</u>	<u>Average Grade at Entrance</u>	<u>GS-13</u>	<u>GS-14</u>	<u>GS-15</u>
1951	7.1	6	2	2
1952	6.8	11	3	-
1953	7.7	3	1	-
1954	7.0	1	-	-
1955	7.3	-	-	-
1956	7.9	1	-	-
1957	7.7	<u>3</u>	<u>-</u>	<u>-</u>
		25	6	2

III. Progression of JOT Graduates

- A. Tab A, hereto, presents a comparison of JOT graduate progression in relation to year of age with progression of all CSCS males and with Foreign Service Officers.
- B. Tab B compares JOT graduate promotions by Calendar Year 1958 through 1961 to date, with promotions of non-JOT's in the CSCS and DDI.
- C. Tab C contains a statistical tabulation of progression of JOT graduates in the CSCS and DDI and the entire Agency according to "Class Year".

IV. Promotion Patterns - Intern Programs

A. Management Interns in Federal Agencies

1. Navy Department

Hire is usually at grade GS-7 or 9 and promotion to grade GS-9 or 11 is effected at end of the training course at the end of a year. Further promotion is dependent on demonstrated performance and usually is effected at the end of another year.

2. Department of Defense

Initial hire during the past three years has been predominantly at grade GS-9. Promotion to grade GS-11 is usually effected a year later at the end of the training program. Subsequent promotions are dependent on availability of positions at higher grade. It is not unusual for promotion to grade GS-12 to be effected a year later.

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B. Atomic Energy Commission Intern Program

Persons entering their training program usually have an M. A. degree and are appointed at the top step of grade GS-7. Six months later (formal training completed) they are promoted to the top step of GS-8. Another six months later (on-the-job training completed) they are automatically promoted to the sixth step of grade GS-9 and leave the Intern Program. Their promotions from that point on are completely dependent upon the availability of positions at higher grades.

C. General Services Administration Junior Professional Training Program

In Headquarters, General Services Administration is training 10 Automatic Data Processing personnel and in the field 15 Public Buildings Management Personnel. The Automatic Data Processing personnel were recruited at grade GS-5 and promoted to grade GS-7 at the end of 6 months training. Further promotions to grades GS-9 and 11 are possible at yearly intervals providing performance warrants this pace of advancement.

D. CIA Junior Officer Trainee Program

Hire is usually at grade GS-7 and promotion to grade GS-8 is usually effected 9 months later, at the end of formal training. Promotion to GS-9 is usually made a year later at the completion of a year of on the job training. Promotions beyond grade GS-9 are dependent on the action of the Career Service to which the individual is assigned.

V. Proposed CIA Junior Officer Progression Pattern

<u>Grade</u>	<u>Action</u>	<u>Months In Grade</u>
GS-7	Entrance on Duty	8
GS-8	Promotion	10
GS-9*	Promotion	12
GS-10	Promotion	12
GS-11	Promotion to grade	18
	GS-12 or Selection Out	
GS-12		

*Junior Officer Trainees normally complete their training program and are assigned to a Career Service while at grade GS-9.

(The above pattern was proposed by the Chief, Junior Officer Training Program in a memorandum dated 12 October 1961 to the Director of Training and is intended to include all CIA Junior Professional personnel.)

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